



DEPARTMENT OF THE NAVY  
OFFICE OF THE CHIEF OF NAVAL OPERATIONS  
WASHINGTON, DC 20350-2000

IN REPLY REFER TO

OPNAVINST 3811.1C  
N2

16 May 1995

OPNAV INSTRUCTION 3811.1C

From: Chief of Naval Operations

Subj: THREAT SUPPORT TO WEAPON SYSTEMS PLANNING AND ACQUISITION

Ref: (a) OPNAVINST 5000.42D (NOTAL)  
(b) OPNAVINST 3880.6 (NOTAL)

1. Purpose. To provide policy and guidance on intelligence threat support to U.S. Navy weapon systems planning and acquisition process. This instruction is a complete revision and should be read in its entirety.

2. Cancellation. OPNAVINST 3811.1B

3. Definitions

a. Threat. The sum of the potential strengths and capabilities, and evidence of intended employment, that an adversary can bring to bear against U.S. forces/systems to limit or negate mission accomplishment or reduce force, system or equipment effectiveness.

b. Projected threat. A best estimate based on historical trends data, evidence of continuing Research and Development (R&D), postulated military requirements, technological capabilities and the best intelligence available. This threat consists of the weapon systems and capabilities that an adversary can be expected to develop and employ during the specified period.

c. Reactive threat. The changes in doctrine, strategy, tactics, force levels, and weapon systems that an adversary might reasonably be expected to incorporate as a result of the disclosure of technical information or the development and deployment of a U.S. system.

d. Technologically Feasible Threat (TFT). An excursion from the projected threat intended to provide decision-makers with a basis for judgment about the impact on a specific U.S. system if the threat evolves in a direction other than that considered most likely by the intelligence community. The TFT, although not constrained by intelligence projections, must be



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consistent with available technology, and an adversary's production capacity or ability to import materiel. In either case, it must be economically feasible to acquire and employ. The TFT is considered an upper bound to the projected threat.

e. Threat support. The provision of intelligence assessments of the threat in the appropriate context and detail necessary to support plans, programs or actions. Threat support is normally provided in the form of threat or capabilities publications, System Threat Assessment Reports (STAR) or composite system specific threat assessments, and specific threat statements, all of which emphasize system projections, threat forecasts, and force employment.

f. Weapon systems selection and planning. The entire weapon systems acquisition process, including planning, study and acquisition review as well as research, development, test and evaluation (RDT&E) involving the Assistant Secretary of the Navy's Research, Development and Acquisition structure, the Office of the Chief of Naval Operations (OPNAV), the Naval Systems Commands and RDT&E activities, the Commander, Operational Test and Evaluation Force (COMOPTEVFOR) and senior review authorities.

4. Policy. Reference (a) states Chief of Naval Operations (CNO) policy for weapon systems selection and planning and identifies threat criteria for inclusion in the validation and selection process. Early consideration must be given to threat information in all new weapon system planning and initiation. Navy Requirements Officers will ensure the capabilities of new systems are specified sufficiently to defeat the projected threat with due consideration given to the reactive and technologically feasible threat. Program managers must acquire, use and remain cognizant of changes to the threat which could have significant impact on their programs.

a. For each weapon system development and acquisition program, specific planning will be included for obtaining, updating and using threat support throughout the life cycle of the program.

b. The only threat assessments authorized to support Navy weapons development and acquisition programs are those produced by or validated by the Office of Naval Intelligence (ONI), the Navy's intelligence production center. Use of contractor-produced threat assessments is not authorized.

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5. Responsibility. The Director of Naval Intelligence (OPNAV (N2)) is responsible to the CNO for the management of all aspects of intelligence throughout the Department of the Navy and has the responsibility for implementing the procedures contained here. The provision of threat support is the responsibility of OPNAV (N2). ONI is responsible for threat production and related intelligence collection requirements. The Director of the Intelligence Directorate is responsible for the development of threat support material and provision of those materials directly to the requestor.

6. Background

a. Threat support is required for all programs designated for Defense Acquisition Board (DAB) action, or Navy Program Decision Meeting (NPDM) action as described in reference (a). The provision of threat support to naval weapon systems selection and planning is vital to ensure the Navy remains capable of carrying out its assigned mission. Consideration of threat must be continual throughout the life cycle of each weapon system if the system is to achieve its intended purpose. Threat considerations are inherent in all decisions from definition of need through the initial concept phase, planning, research, full-scale development, production, test and evaluation, deployment, and system upgrade. For this reason, emphasis has been placed on maintaining a close relationship between the intelligence and weapon systems development communities and ensuring consideration of the threat during the weapon systems selection and planning process.

b. ONI produces an OPNAV (N8)-directed foreign threat publication entitled: Worldwide Threat to U.S. Naval and Marine Forces, YR to YR+20 which is intended to serve as the initial threat documentation for U.S. Navy RDT&E programs. This publication provides general threat data by warfare area for current and projected systems of potential or likely threat to U.S. maritime forces. This publication is designed particularly to support the U.S. Navy's planning and requirements definition phases of acquisition. It should also be consulted prior to and referenced, as appropriate, in all requests for threat support.

c. ONI produces composite threat assessments to support specific classes of weapons development and acquisition programs. The STARS provide the basic, individualized threat documentation for all Navy or Navy-lead joint programs that fall within DAB review authority. ONI will update these assessments annually to ensure threat currency for program milestone reviews.

d. The Naval Systems Commands and RDT&E activities participate in the ONI-managed Scientific and Technical Intelligence Liaison Officer (STILO) program to strengthen the communication and flow of intelligence between the intelligence community and weapons development and acquisition community. STILOs are the primary points of contact and appropriate channels through which the Systems Commands and RDT&E activities will work in acquiring intelligence support. Reference (b) pertains.

## 7. Action

a. Per reference (a), OPNAV Requirements Officers must include a brief threat overview summary in weapon development program initiation documentation. The executive summary from the most current and applicable ONI-produced threat assessment will be used for this purpose. A threat statement will be included in the following:

(1) Mission Need Statement (MNS)

(2) Operational Requirement DOCUMENT (ORD)

Additionally, threat statements must be included in all Integrated Program Summaries (IPS) or Assessments (IPA), and Test and Evaluation Master Plans (TEMP).

b. The detailed threat assessments will be the basic threat documentation supporting all Navy:

(1) Acquisition Category (ACAT) I programs requiring detailed STARS validated by the Defense Intelligence Agency (DIA).

(2) ACAT 1C programs after Milestone I and ACAT II, III and IV programs requiring system specific threat information. While these programs do not require DIA threat certification, the intelligence used in the supporting composite threat assessment does reflect official Navy and Department of Defense intelligence positions.

c. Cost and Operational Effectiveness Analyses (COEA) will be supported by an OPNAV (N2) representative to the COEA oversight board and/or study team. ONI threat data will be provided for all Navy COEAs; ONI will obtain DIA validation of threat material supporting COEAs for DAB-level programs.

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d. Threat support will always be requested:

(1) On establishment of a Program or Project office, or research and development project.

(2) When instituting an operational performance improvement program for an existing system.

(3) When threat information in ONI threat assessments is determined to be inadequate for other purposes such as, COMOPTEVFOR use in Test and Evaluation Master Plans (TEMP) or to develop COEA reports. **The intelligence material selected to support COEAs must be approved by DIA for DAB level programs and by ONI for non-DAB programs.**

e. Requests for threat support will be forwarded to OPNAV (N2), with copies to ONI, and will contain:

(1) Name or description and objective of the action requiring threat support; e.g., Tentative Operational Requirement (TOR), MNS, ORD, IPS, COEA, TEMP, Study, etc.

(2) Weapon System Acquisition Category, Program Element and Project Number.

(3) Type of threat support required; e.g., brief threat statement, detailed threat assessment, specific technical information, and the specific area in which existing documentation is considered to be inadequate.

(4) The Critical Intelligence Parameters (CIP), identified by Assistant Secretary of the Navy (Research, Development and Acquisition) (ASN/RD&A)), Program Executive Officer (PEOs) or Direct Reporting Program Manager (DRPMs) or the Systems Commands' program managers, which have a significant impact on the effectiveness of the U.S. Navy weapon system being developed.

(5) Background information to assist in defining the threat, such as planned characteristics and performance, employment or other parameters of the U.S. system, anticipated initial operational capability (IOC) date, system life and specific scenario or conflict considerations, if required. Copies of latest existing acquisition documentation (e.g., MNS, ORD, IPS, et. al.) are to be provided for this purpose.

(6) Next program milestone and date.

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(7) Name, address, and telephone number of the point of contact, and date initial support is required.

f. In response to the request, OPNAV (N2) will arrange for ONI to provide threat support in the following manner:

(1) For DAB-level programs, ONI will produce a STAR tailored specifically for the Major Defense Acquisition Program. The threat will be focused against the major U.S. system at its IOC date and at 10 years beyond IOC. For programs solely under Navy review authority, the requirement will be met based on currently available information, analyses, and projections. Specifically, ONI will determine which composite threat assessment addresses the requirement.

(2) For those programs not covered in an existing threat assessment, production will be initiated to address the program and its intelligence requirements in the relevant composite threat assessment or by a new STAR or composite threat assessment.

(3) The Intelligence Report for all programs supported by a composite threat assessment will be comprised of a letter, signed by the DNI, included inside the cover of each threat assessment. (Note: Intelligence Reports for STARS are prepared by DIA and forwarded directly to the DAB committee.)

(4) Fiscal or analytical shortfalls may require ONI to request fiscal, manpower or contractual support from the requestor. In such cases, an Intelligence Support Plan (ISP) will be developed in conjunction with the requestor. The ISP will define the availability of intelligence assets to support the program, indicate resource availability, estimate resources required to be provided by the requestor to fulfill the requirements, and establish a threat assessment production schedule to assure continued threat support throughout the life cycle of the program.

(5) Furnish copies of all STARS and composite threat assessments to COMOPTEVFOR to ensure tests performed during operational test and evaluation are based upon an established and validated threat.

(6) Provide the ONI action officer name, address and telephone number.

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g. Informal liaison between the requesting organization and the ONI action officer is encouraged until satisfaction of the requirement. This dialogue is particularly useful when intelligence collection action is initiated to fill information gaps or when alternative means of satisfaction, e.g., modeling or simulation, must be employed. The requestor should submit changes, additions or deletions to previously submitted requirements as soon as they become known.

h. Each formal OPNAV and Systems Command program review shall address the threat and its impact on the program undergoing review. The review shall include, but not be limited to, a determination of the currency of the threat statement, threat-induced changes, and their impact on acquisition and budget milestones. No threat support information will be used in formal weapons systems acquisition documents that has not been produced or specifically validated by ONI.

i. Determination that threat support is not required for a weapons development program is the responsibility of the OPNAV requirements sponsor in coordination with OPNAV (N2). If threat is determined not to be a factor, a statement to that effect will be included in appropriate program documentation, with a copy forwarded to COMOPTEVFOR.

j. The Systems Commands and COMOPTEVFOR will ensure the threat assessment used for development test and evaluation, and operational test and evaluation of a program is both current and consistent with that used throughout the development of the program.



M. W. CRAMER

Director of Naval Intelligence

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